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***Through the “Lenses” of the High Representative –
Staffing Issues of the EEAS Review***

1. INTRODUCTION

Establishing the position of High Representative of the Union for Foreign Affairs and Security Policy² and the formation of the European diplomatic board built around this new position, namely the European External Action Service³ are the most significant achievements among the amendments of the Treaty of Lisbon (entered into force on 1st December 2009). These reforms of the Treaty of Lisbon creates such conditions for the European Union that enables the EU’s more unified and more efficient appearance on international area⁴ and makes possible to ensure the unified representation and predomination of the European Union’s values and interests.

Forasmuch as that the European External Action Service (hereinafter: EEAS) is an EU organization without traditions, and seeing also the internal and external challenges during the formation

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² The Treaty on European Union (hereinafter: TEU), Art. 18.

³ Art. 27. para. (3) TEU.

⁴ With this the Treaty of Lisbon tries to fulfill the conditions written in Laeken declaration which set off the European constitutional process. *See Laeken Declaration On The Future Of The European Union*, Chapter 1. Available at: <http://european-convention.eu.int/pdf/LKNEN.pdf> [cit. 2013-12-13].

of the organisation, the Council Decision which serves as the legal basis for EEAS under the “*Final and general provisions*” in its Article 13 lays down that “*by mid-2013, the High Representative shall provide a review of the organisation and functioning of the EEAS...*”⁵ Therefore, regarding the number of proposals, recommendations and analyses referring to the review of the organisation, and also the organisation of several conferences, think-thanks, discussion forums and meetings in the theme of the EEAS’ review during the last year, 2013 can be proven fruitful year. The High Representative of the Union for Foreign Affairs and Security Policy submitted the official document concerning the review of EEAS’ structure and operation in July 2013.⁶

This study aims at examining the EEAS Review based on the official document written by the High Representative regarding the review of EEAS, in particular with personnel issues of the organisation. Before analysing the review and future directions and reforms defined in the official report, it is important to glance at the institution of the High Representative of the Union for Foreign Affairs and Security Policy, which was also a substantial amendment introduced by the Treaty of Lisbon besides the EEAS. This new post made necessary to establish the EEAS, because of the complexity of tasks and competences exercised by the High Representative. Furthermore, it is worth writing some details about the main characteristics and specialties of the organisation. Then, in the second chapter of this study, it recalls the staffing issues of the EEAS, which existed as relevant problems and questionable case at the time of setting up and creating practices of the operation of the Service. Following the reviving of the initial sceptic voices, the “staff” of the currently viable organization is surveyed and then the

⁵ 2010/427/EU Council decision (26th July 2010) establishing the organisation and functioning of the European External Action Service (hereinafter: 2010/427/EU Council decision) Art. 13. para. (3).

⁶ European External Action Service – EEAS Review, 2013 (hereinafter: EEAS Review, 2013). Available at: http://eeas.europa.eu/library/publications/2013/3/2013_eeas_review_en.pdf [cit. 2014-12-02].

Heads of Delegations come to the foreground regarding EU delegations in the view of the revision document written by the High Representative. Finally, the current theme under investigation closes with thoughts affecting EU Special Representatives.

2. THE EUROPEAN EXTERNAL ACTION SERVICE IN A NUTSHELL

2.1. *Lady with “many hats”⁷ – The necessity for setting up EEAS*

Regarding the Common Foreign and Security Policy, it is significant that the Treaty of Lisbon created the position of the High Representative of the Union for Foreign Affairs and Security Policy as an institutional innovation, which ensures the EU’s more effective and more unified action on global level, creating a new frame for the EU’s external representation.⁸ The basic aim of creating this position is to ensure the EU image’s more unified international representation, and with respect to the Common Foreign and Security Policy, it is to avoid the possible parallel carrying out of work in

⁷ Many studies use the English “hat” word referring to the HR tasks and his/her various positions. According to my opinion it would be inappropriate to refer to the marker “hat” with a definite number. Opinions considering “the number of hats” split in special literature, as well.

⁸ Taking content limitations into account and considering current study’s essential theme, detailed analysis of the High Representative is not carried out. The introduction of this position is only narrowed down to the most essential issues and to those which are the most relevant connecting to my current theme. *See further: GÖMBÖS, CSILLA: Egység az átláthatatlanságban? Az EU megerősített nemzetközi szerepvállalása, különös tekintettel a külügyi és biztonságpolitikai főképviseletre és az Európai Külügyi Szolgálatra [Unity in Untransparency? The EU’s Strengthened Participation, Especially Regarding the High Representative for Foreign Affairs and Security Policy and the External Action Service], in FARKAS, ÁDÁM – NÉMETH, IMRE (ed.): *Optimi Nostri, Díjnyertes Állam- és Jogtudományi Dolgozatok*, Nr. 1. (2013) 45-60.*

institutions.⁹ The person of the High Representative merged two previous positions connected to the external actions: High Representative for Common Foreign and Security Policy (Mrs. /Mr. CFSP) held by the Secretary General of the Council, introduced by the Amsterdam Treaty, dealing with second pillar issues, which was held by Javier Solana de Madriga, former NATO Secretary General¹⁰ until 2009, and the position of commissioner regarding the cases attached to the first pillar, namely the Commission’s foreign affairs issues.

Hence, due to the institutional merge the two previous positions, the competences regarding Foreign Affairs and Security Policy are concentrated in the tenure of the High Representative. Furthermore, the holder of this position has to cope with more tasks and duties at the same time. On the one hand, the person in charge fills the position of commissioner dealing with the Commission’s foreign affairs, and as the vice president of the Commission is responsible for the realisation of activities connected to this institution’s foreign affairs. On the other hand, the holder of this position is also responsible for managing various activities connected to foreign affairs and for the implementation of decisions; and is entitled to

⁹ The new position created by the Treaty of Lisbon is currently held by Baroness Catherine Ashton, who was appointed on 19th November 2009, with qualified majority of the Council, in harmony with the President of the Commission, for the period of the Commission’s current time in office that is, having mandate for the period of five years. *“The European Council, acting by a qualified majority, with the agreement of the President of the Commission, shall appoint the High Representative of the Union for Foreign Affairs and Security Policy. The European Council may end his term of office by the same procedure.”* Art. 18. (1) TEU.

¹⁰ Mr CFSP primarily assisted the Council’s work on the field of Foreign Affairs and Security Policy; held responsibility for political and diplomatic relations, and missions of Foreign and Security Policy, and, he/she appeared in political dialogues conducted with foreign partners. See KENDE, TAMÁS – SZÜCS, TAMÁS – JENEY, PETRA (ed.): *Európai közjog és politika* [European Public Law and Policy], 2007, CompLex Kiadó, Budapest, 411-412.

ensure the harmony and coordination of the EU’s foreign activity.¹¹ This includes the harmonisation of Commission members’ activity among each other and of further elements connected to the foreign policy, covering intergovernmental issues as well.¹²

Being connected to the European Commission, the High Representative is also strongly involved into the work of the Council of the European Union. As the HR ensures the continuance and coherence of work in the field of the EU’s foreign affairs, s/he possesses common mandate of Foreign Affairs and Security Policy in the European Council. The Treaty of Lisbon modified the system, functions and operation of the rotating Presidency of the Council; hence, the competence of Foreign Affairs and Security Policy got out from the rotating Presidency’s direct control, which is already managed by the High Representative and the permanent President of the European Council.¹³

Whereas, among the foreign ministers abolished the rotating presidency, accompanied by previously forming a single ministerial panel General and External Relations Council parted the General Affairs Council and Foreign Affairs Council. Thus the High Representative heads the Foreign Affairs Council on a permanent basis adapted from previous functions the Minister for attending the Council Presidency Member. Although, the Member State given rotating president of the Council had a lot of positive elements regarding its own national policy of foreign affairs because of its role, changes not mean “loss of power” regarding the trio of presidency. Changes shall much more be referred to as a certain kind

¹¹ Art. 18. para. (2) and para. (4) TEU.

¹² GASPERS, JAN: *The quest for European foreign policy consistency and the Treaty of Lisbon*, 2008, available at: <http://www.sbc.katowice.pl/Content/11990/gaspers.pdf> [cit. 2014-01-10] 22-24.

¹³ The introduction of the position of the President of the European Council is also the reform of the Treaty of Lisbon. See further: Article 15 TEU and Treaty on the Functioning of the European Union (hereinafter: TFEU) Art. 235-236. See also GÖMBÖS: *op. cit.*

of emphasis shift – regarding more efficient supply of activities of foreign affairs.¹⁴

Between the High Representative and the permanent President of the European Council tasks and competences connecting to the EU’s foreign actions share; however, the Treaty of Lisbon does not dispose on the exact share between these two positions, making the foreign representation of the EU problematic. It is difficult to determine which position’s performance is needed in certain cases. The President of the European Council primarily deals with the representation of foreign affairs, while the HR – as the first diplomat of the EU – manages the common foreign and security policy through diplomatic service (EEAS) exercising the right to propose with respect to this field, and based on the authorisation of the Council, the HR puts into effect certain implementing powers as well. “*The High Representative shall represent the Union for matters relating to the common foreign and security policy. He shall conduct political dialogue with third parties on the Union’s behalf and shall express the Union’s position in international organisations and at international conferences.*”¹⁵ The practice of nowadays is especially important in order to avoid anomalies coming from the clash of the two new positions’ competences referring to the foreign politics of the EU, and in order to bridge possible conflicting competences, and to realise gradually the demarcation of these evolving positions.

However, the Council’s central position in the Union’s decision making has not been degraded after the Treaty of Lisbon, neither in the formation of foreign policy, the only change is that the High Representative also joins this process.¹⁶ “*The High Representative of*

¹⁴ HORVÁTHY, BALÁZS: Az EU-elnökség intézménye [The Institution of the EU Presidency] in VÖRÖS, IMRE (ed.): *Az EU-elnökség. Jogi, szervezeti és tudománypolitikai vetületek* [The EU Presidency. Aspects of Law, Organisation and Science Policy], 2010, Complex Kiadó, Budapest, 68.

¹⁵ Art. 27. para. (2) TEU.

¹⁶ Regarding the Union’s common foreign and security policy’s decision making process, the Treaty of Lisbon basically did not bring about

*the Union for Foreign Affairs and Security Policy, who shall chair the Foreign Affairs Council, shall contribute through his proposals to the development of the common foreign and security policy and shall ensure implementation of the decisions adopted by the European Council and the Council”.*¹⁷ Consequently we have been facing a very interesting institutional construction, as in the Council the Foreign Affairs Council which is led by him is the one decides on the High Representative’s suggestions on common foreign and security policy, and finally, the Council shall authorise the High Representative to implement the decisions. Hence, it is reasonably assumable that a kind of decision-making monopoly is concentrated in the hands of the High Representative regarding the Union’s Foreign Affairs and Security Policy.

Such combination of tasks – “*quasi hats*” – allocate the holder of this position to important institutional functions as it provides the High Representative opportunity to move between the EU’s supranational and intergovernmental structures – hence, having the opportunity to create a new “centrum of power” in the EU.¹⁸

2.2. The key features and characteristics of the new diplomatic service

The High Representative needs help during ones activity due to the complexity of one’s competences and having regard to their complexity and diversity. “*In fulfilling his mandate, the High Representative shall be assisted by a European External Action Service. This service shall work in cooperation with the diplomatic services of the Member States and shall comprise officials from relevant departments of the General Secretariat of the Council and*

substantive changes. The leading position of the European Council and the Council of the European Union, and the unanimous decision remained.

¹⁷ Art. 27. para. (1) TEU.

¹⁸ GÁLIK ZOLTÁN: A Lisszaboni Szerződés: politikai integráció vagy integrálandó politika? [The Treaty of Lisbon: political integration or integration policy?], in *Külügyi Intézet, Gyorselemzések*, 2010, <http://www.kulugyiintezet.hu/index.php?menu=26&gyors=2038> [cit. 2014-02-01].

of the Commission as well as staff seconded from national diplomatic services of the Member States....”¹⁹ Help given to the High Representative mainly manifests in harmonisation of the foreign EU actions, making political suggestions, and implementation. Hence, this service makes it possible that the High Representative does not have to rely on Member States while carrying out tasks connected to foreign affairs. Events, diplomatic meetings, successful negotiations of the past years can be regarded as undoubted evidences regarding how important role EEAS played a significant part in that the High Representative could successfully and effectively realize the first steps of the foreign political frame’s practical realization under the aegis of the Treaty of Lisbon.²⁰ Furthermore, providing help for the High Representative’s work and assisting the President of the European Council, the President of the Commission and its members in their tasks connected to foreign affairs, the EEAS is able to create some kind of coherence on the field of the EU’s foreign relations in order to enable the EU’s foreign policy to have much more effective realisation, more unified and more successful foreign performance. This can primarily be understated that with the formation of EEAS the EU’s most significant foreign policy activity is concentrated in one organisation. However, several reforms are needed to resettle EEAS the only organization responsible for foreign policy; still, this institutional reform means a significant step ahead on the road of political integration.

Besides the above mentioned significance of EEAS, it shall be recognised that with the formation of this service the EU’s system of institutions widens. However, this kind of expansion is inherent in the integration process, which resulted in that the level under EU

¹⁹ Art. 27. para. (3) TEU.

²⁰ To get to know all these activities, mapping, detailed investigation of information found on the website of the organisation in question is an excellent tool. *See* European External Action Service, Publications and Documents, available at: http://eeas.europa.eu/csdp/publications-and-documents/index_en.htm [cit. 2014-02-01].

institutions, the diffuse system of Union offices and agencies has already been formed by now.²¹ The newly formed EEAS can be listed as part of this level under institutions.

The Treaty of Lisbon does not intend to settle the organisation and concrete operation of the apparatus built around the High Representative in detail, it only mentions the bases of the service in one article and entrusts its detailed description to the High Representative: “...*The organisation and functioning of the European External Action Service shall be established by a decision of the Council. The Council shall act on a proposal from the High Representative after consulting the European Parliament and after obtaining the consent of the Commission.*”²² This decision was born on 26th July 2010 after prolonged meetings, and as the result of meetings rich in compromises and debates. This Council decision fully rules on the organisation during 13 Articles. Pursuant this decision the EEAS is the EU’s *sui generis* organization possessing own individual budget, which neither belongs to the General Secretariat of the Council, nor to the Commission. However, EEAS only operates under the lead of the High Representative, helps him in fulfilling ones assignments, and at the same time helps the President of the European Council, the President of the Commission and the Commission in tasks relating to foreign affairs.²³

EEAS has its own budget which, in a way, impairs control over the organisation, providing the EEAS significant independence and advantages resulting from that in its operation and carrying out of tasks.²⁴ Considering the budget of the EEAS, it has to take principles of budgetary efficiency and budgetary neutrality into account. In spite of that the EU’s foreign policy only forms the small part of whole EU’s budget, the EEAS can work mostly successful in this

²¹ KÁLMÁN, JÁNOS: Az európai ügynökségek és a Meroni-doktrína [European Agencies and the Meroni-doctrine], in *De iurisprudentia et iure publico*, Vol. 7. No. 3. (2013).

²² Art. 27. para. (3) TEU.

²³ 2010/421/EU Council decision, Art. 1-2.

²⁴ 2010/421/EU Council decision, Art. 8.

policy. Available reducing sources can significantly weaken EEAS’s successful operation; the best possible grouping of available sources requires careful attention. If we investigate the EU’s annual budget we get to the conclusion that the costs spent on the EU’s global actions only take a few percentage of it, of which costs of common foreign affairs and security policy again is only a small part; hence, the cost paid for EEAS. For instance, EEAS’s budget in 2011 was 476 billion Euros, which was an insignificant part of the EU’s annual budget (141.9 billion Euros), and the increase of EEAS’s budget to 23.5 billion Euros (5% increase) provoked Member States’ displeasure.²⁵ From the 2013 Union budget (150.9 billion Euros) the 9.6 billion Euros allocated for the service of the EU’s global action only meant 6% of the EU’s annual budget, out of which we get even worse numbers regarding EEAS’s budget.²⁶ These numbers undoubtedly justify that even though EEAS has its own budget; efficient management of available limited resources provides great challenge for this organisation.

Regarding the subject of present study, the personnel and organisational structure of the EEAS should be emphasised, as well. Although, the best way of representing these elements is if they are investigated in the light of the review, hence contributing to the more obvious comparison of initial and current situations.

²⁵ On EEAS’ 2011 budget see further: European External Action Service, 2011 Annual Activity Report, 2012, available at: http://eeas.europa.eu/background/docs/20121017_eeas_aar_2011_en.pdf [cit. 2013-12-30].

²⁶ EU budget 2013: investing in growth and jobs, 2013, Luxembourg, available at: http://ec.europa.eu/budget/library/biblio/publications/2013/budget_folder/KV3012856ENC_web.pdf [cit. 2013-12-30]. See further on EEAS’ 2012 budget: European External Action Service, 2012 Annual Activity Report, 2013, available at: http://eeas.europa.eu/background/docs/eeas_aar_2012_en.pdf [cit. 2013-12-30].

3. REVIEW OF EEAS’ PERSONNEL ISSUES

It would be a right question that why it is necessary to carry out a review reform only three years after forming the Service, especially because the establishment of this diplomatic service was a significant institutional reform regarding integration and its diplomatic matters. The “obligate” revision – and in doing so, the formulation, envisagement of reforms referring to various areas of the organisation, and the schedule of their realisation – was primarily necessary because of the several challenges coming up at the formation of the service. Mainly initial questions connected to the personnel what could be answered with difficulty meant a great challenge, therefore, it is not surprising that the EEAS revision mainly concentrates on personnel issues.

In the introduction of the official document of the EEAS review written by the High Representative of the Union for Foreign Affairs and Security Policy by July 2013, it can clearly be seen that its most important elements are neighbourhood policy, comprehensive approach – which ensures Union action in all issues related to foreign policy –, and those international questions in which the EU can fulfil a leading role. Making these priorities conscious is inevitable to make the EU’s interests, values and those tools visible that make response to global challenges possible.²⁷ From the above-mentioned areas and tasks can also clearly be seen where and during which provisioning EEAS’ activity is indispensable and unquestionable. However, for making its work indispensable in these areas, it significantly contributed that elements essential for the operation of the organization were realized at the time of its formation. Among others, it was obvious that an adequately regulated, efficient and last but not least transparent inner system

²⁷ LARIVÉ, H. A. MAXIME: *Reflections on the EEAS review* (2013), available at: http://foreignpolicyblogs.com/2013/08/22/reflections-on-the-eeas-review/?utm_source=rss&utm_medium=rss&utm_campaign=reflections-on-the-eeas-review [cit. 2013-12-20].

with well qualified, loyal personnel having professional experience was necessary in order to form a previously not existing, completely new organizational structure and confirm its stability. Thus, at the formation of EEAS great emphasis was put on its organisational structure and personnel issues.

3.1. Recruiting the EEAS’ staff – From initial scepticism to present professionalism

EEAS has a very “sophisticated”,²⁸ combined organisation system divided into multi-level stages and complex staff, upon which it can be reasonably said that this organisation’s bureaucratic culture is complex and diverse. At the formation of the organization those sceptic voices appeared that the Union’s bureaucracy and together with it the number of officials and civil servants would also increase. According to early approximations, the staff’s number of this organization could be even 5-6000. This number does not necessarily mean an oversized bureaucratic apparatus as even Ministry of Foreign Affairs of a big state has thousands of personnel staff. For example, Germany’s Ministry of Foreign Affairs’ personnel consists of 13 600 people.²⁹ Even though the growing of the EU’s bureaucratic apparatus is not a real fear as the personnel formation of the organisation mainly happened via regrouping and transfer of people from other institutions. Hence, two-third of EEAS’s staff comes from employees of the Commission’s certain directorates and the Council Secretariat, the rest one-third consists of officers and diplomats sent from Member States. The schedule of replacements connecting to the staff was set to 1st January 2011 by a Council

²⁸ O’ SULLIVAN, DAVID: *The EEAS, national foreign services and the future of European diplomacy* (2012), available at: http://eeas.europa.eu/speeches/060912_dos_epc_seminar.pdf [cit. 2014-01-04] 3.

²⁹ BROK, ELMAR: *Prejudices, Challenges and Potential: an Impartial Analysis of the European External Action Service* (2011), available at: http://www.robert-schuman.eu/doc/questions_europe/qe-199-en.pdf [cit. 2012-10-04] 5.

decision.³⁰ All three personnel segments carry out determined, special tasks and are concerned with their share of relevant agenda.

It emerged as a cardinal question regarding personnel issues that upon which competences will be important to send people to the organisation of EEAS from the Commission, the Council and Member States. Because they expressed their disappointment that Member States’ ministry officials would get into EEAS without going through that filter they had to get over in order to fill their position in the European Union. Furthermore, at the dawn of the formation of the organisation, more Member States expressed their fears regarding adequate Member States’ representation.³¹ Furthermore, later joined Member States mostly feared that earlier joined Member States with greater influence could represent themselves in greater number in the new European diplomatic organisation.³² Regulation on national and sex ratio also resulted in displeasure with filling up the staff.

Determining the process referring to the selection of EEAS’s personnel and the task of working out mobility question were incumbent on the High Representative, and these procedural regulations were laid down in the Council decision. Hence, “recruiting” EEAS’ staff was realised based on all these regulations. Among others, for instance the fact that besides the professional experience the principle of geographical and gender-balance was also highlighted, serves to resolve the fears.³³

Knowing the above mentioned problems and questions, the review presents on the whole a positive picture about the personnel

³⁰ 2010/421/EU Council Decision, Art. 6-7. Furthermore 2010/421/EU Council Decision, Art. 7. para. (1) and para. (4).

³¹ TRAYNER, JAN: *Germany and France dispute Lady Ashton’s ‘excessive’ EU powers* (2011), available at: <http://www.guardian.co.uk/world/2010/feb/28/germany-france-dispute-ashton-european-powers> [cit. 2013-10-05].

³² The EU’s new diplomatic service (2010), available at: <http://www.euractiv.com/future-eu/eus-new-diplomatic-service-links dossier-309484> [cit. 2012-09-28].

³³ 2010/427/EU Council Decision, Art. 6. para. (6).

issues of the EEAS. This document lays down that the recruiting of the EEAS’ staff which is by now 3 417 people happens in a transparent process in accordance with³⁴ Article 6 of the Council Decision. This means that the recruiting process based on merits whilst ensuring adequate geographical and gender balance and appropriate substantive representation of Member States in the EEAS. Referring to anxieties of the newly joined Member States (2004), it can be regarded as a positive thing that while at first they were indeed underrepresented regarding personnel joining EEAS from the Commission and the Council’s General Secretariat, according to present situation, 12 Member States that joined in 2004 fill in 17.2% of official positions of the establishment plan, and 14% of heads of delegation positions are filled in by citizens from newly joined Member States.³⁵

Further cardinal point of the EEAS’ personnel issues is to reach gender balance in the service (in the centre in Brussels as well as in EU delegations). Achieving these expectations is the High Representative’ strong commitment, however, attracting highly-trained (well qualified) women labour force to senior position raises a problem.³⁶ Hence, escalating work which aims at improving balance among gender, and taking down possible obstacles that stand in the way of women’s professional advancement is formulated as a suggestion. Attempt to achieve balance in the organisation cannot only be seen regarding gender-balanced and adequate geographical representation, as EEAS also aims at decreasing imbalance in the number of positions in the Brussels centre and delegations.

At the formation of the organisation a further problem was that how those cases could be remedied in which such professional knowledge was needed that EEAS only partially had or did not have at all. The solution is obvious: EEAS can apply so called seconded

³⁴ Ibid.

³⁵ EEAS Review, 2013, 14.

³⁶ At present, 18% of full leading positions is occupied by women.

national experts from Member States.³⁷ Detailed rules regulate on these experts’ tasks, period and place of secondment, rights and obligations. EEAS has to ensure the principle of equal treatment among temporary employees coming from Member States and permanent officials (employed for undefined period) in a way that EEAS’ whole personnel number’s 60 percent must come from permanent officials.

Though, the revision document only mentions EPSO’s competitive examination³⁸ in a short substation, which is hiring equal to entering and is part of EEAS’ personnel policy in order to ensure permanent officials’ next generation supply. With special regards to EEAS personnel’s “varied” combination, EEAS bureaucrats’ high level, in the long run common training would be a profitable and welcoming solution – which would need continuous consultation with Member States and various training providers from higher education. As its by-product, even the European identity’s strengthening could be expected, as well. The above mentioned suggestion would especially be significant regarding that from July 2013 (besides the European Commission, General Secretariat of the Council and Member States’ diplomatic services) other Union institutions’ officials have also had the possibility to fill in EEAS positions – taking the above already mentioned selection elements into account.

According to my opinion, from certain aspects EEAS could profit from professionals and officials coming from the two Union institutions and Member States as they supposedly possess the appropriate professional experience which adequate integration could multiply efficient work. Although, there is a threat that diplomats coming from various Member States have difficulties to separate themselves from their own national interests. In order to avoid that

³⁷ 2012/C 12/04 Decision of the High Representative of the Union for Foreign Affairs and Security Policy (23rd March 2011) on determining rules referring to seconded national professional to European External Action Service.

³⁸ EPSO: European Personnel Selection Office.

threat, the Council Decision determines in a separate chapter that “*The staff of the EEAS shall carry out their duties and conduct themselves solely with the interests of the Union in mind.*”³⁹ All these expectations guaranteeing that during carrying out the tasks of organization, foreign policy elements coherently formulated by the Member States are realized – hence contributing to the smooth, clear implementation of the EU’s foreign policy.

Furthermore, as regards personnel resources, there is a possible chance to develop a real European diplomatic culture. A younger generation building a career in foreign policy, possessing national and at the same time EU diplomatic knowledge will be able to understand practical relevancies of Member States’ and the EU’s global appearances. And they can later apply in order to serve a European level, a real European diplomatic culture’s formation.⁴⁰ Furthermore, this could even mean the laying down of a European identity’s foundation stone.

3.2. Central administration of the EEAS

The main arrangements on “Brussels diplomatic bureaucracy’s directorate” are contained in Article 4 of July 2010 Council Decision. The leadership of the EEAS has plural representation; on the one hand, there are four components in the Members of the EEAS Corporate Board: Executive Secretary General responsible for daily issues, Chief Operating Officer primarily dealing with budgetary and personnel administration, and the two Deputy Secretary-Generals – Deputy Secretary General for Political Affairs and Deputy Secretary General for Inter-institutional Affairs. Furthermore, it includes Managing Directors responsible for unique geographical and thematic spheres of competences, General of the European Union Military Staff, and director of departments of

³⁹ 2010/421/EU Council Decision, Art. 6. para. (4).

⁴⁰ GRAHAM, AVERY: *The EU’s External Action Service: new actor on the scene, 2011*. http://epceu.webhosting.be/documents/uploads/pub_1223_the_european_external_action_service_-_new_actor_on_the_scene.pdf [cit. 2013-12-30] 1.

Common Foreign and Security Policy.⁴¹ With the fact that the High Representative could select his “team” himself, the still-evolving structure’s efficient operation seems to be proved – hence contributing to the realisation of the EU’s coherent foreign action. However, it comes up as a question whether in reality a multi-person leadership like that is required to the service or not. If we take the operation of organisation, its structure’s complexity, and the complexity of tasks carried out by it as a base, the leadership’s such fragmentation is nearly unquestionable. However, limited budget available for EEAS, furthermore, concentrated supervision of tasks require the logical distribution and dissipation of human resources.

Thus, the High Representative posits in the document on the EEAS revision that in the future it is really unnecessary the parallel holding of positions of Executive Secretary General and Chief Operating Officer. As regarding the streamline operation of the organisation it would be satisfied to merge these two positions in a single post of Secretary General. All these would happen with that the Secretary General still having his/her own right to select the deputy Secretary General him/herself. The established appropriation of decreasing the number of Managing Directors standing at the top of institutions can also be traced in the document.⁴² Although, it is true that the rationalisation of EEAS’ top leaders’ structure is only considered as a medium-term suggestion in the review document on EEAS made by the High Representative.

3.3. Union delegations

Besides central administration in Brussels, EEAS’ other main components are the delegations carrying out representation in third-countries and international organisations.⁴³ At the time of the review the personnel number of the EEAS has already been mentioned (3 147 people), out of which only 1 457 people belong to the centre

⁴¹ Diagram of the EEAS’ system. Available at: http://www.eeas.europa.eu/background/docs/organisation_en.pdf [cit. 2014-01-30].

⁴² EEAS Review, 2013, 18.

⁴³ 2010/427/EU Council Decision, Art. 1. para. (4) and Art. 4.

in Brussels, while 1 960 people work at EU delegations. Additionally, about 3 500 Commission employees work at EU delegations.⁴⁴ These EU delegations had belonged to the European Commission until the Treaty of Lisbon entered into force. However, in Article 221 para. (2) of the Treaty on Functioning of the European Union says that “*Union delegations shall be placed under the authority of the High Representative of the Union for Foreign Affairs and Security Policy*”. Furthermore, in Article 5 of the 2010 Council Decision of establishing the organisation and functioning of the EEAS, regulations on delegations can also be found. As a consequence of this, during the investigation of delegations, having regard to the efficient and timely implementation of the EU’s foreign policy, it is important to note the fact that according to the Council Decision they can get orders from the Commission, the EEAS and the High Representative, as well; which can clearly be regarded as the cost of foreign performance capacity. Hence, as delegations mean such areas where competences overlapping one another can happen occur, it is worth further revising them in the future.

Focusing on the personnel issues of the delegations, the review made by the High Representative drew the attention to the followings in relation to heads⁴⁵ of delegations directing the delegations’ whole personnel. Following the change of the rotating presidency’s role⁴⁶

⁴⁴ The Union foreign representation system consists of 139 Union delegations in 163 third-countries and international organisations, which represents that the EU strives to achieve a completely globally covered system. *See further: EEAS Review, 2013, 6. and 10-11.* At the distribution of personnel among the centre and the delegations imbalance can be explored, this mainly comes from that at the time of filling up the personnel they put more emphasis on the strengthening of delegations. The remedy of this problem in the future will be done by a – a still waiting to be worked out – new rotational and mobilization policy. *See EEAS Review, 2013, 14.*

⁴⁵ Most important characteristics of Heads of delegations?. *See 2010/427/Council Decision, Art. 5. and EEAS Review, 2013, 17.*

⁴⁶ This is relevant in a way that rotating presidency had significant role in carrying out Union representing tasks in third-countries before the Treaty of Lisbon.

after the Lisbon Treaty, Union delegations took over the role of the rotating presidency in Union representations, hence, the cooperation with Member States has more emphasis, which is shown in regular (at least monthly) meetings on the level of head of delegations. It might be an interesting question that, mainly because of regular operational evaluations and administrative and financial investigations, how much the full defencelessness of the heads of delegations for the High Representative and the Secretary General hardens the effective and smooth coordination of delegations. However, the fragmentation of leaders of delegations would not be successful, either as the fact that orders get to delegations through leaders undoubtedly serves efficient work.⁴⁷ Furthermore, regarding Union delegations’ personnel issues, it can be a question whether, as the aim is broadening the number of Union delegations to achieve a more extended global coverage in the future, these new delegations’ personnel will be realised through newer regroupings, or newer quotas will be distributed for these delegations, supposedly to the disadvantage of other institutions’ personnel.

3.4. EU Special Representatives⁴⁸

Finally, the problem of EUSRs cannot be left without attention regarding the personnel issues of EEAS. The Council formed this position in relation to concrete crises and/or situations at times when back then EU delegations belonged to the Commission, but instead of delegations, they mainly stood in strong connection with Member States with the intermediation of Political and Security Committee. However, with the Treaty of Lisbon, the system of 139 Union delegations fell⁴⁹ under the direction of the High Representative; hence, EUSRs (at present 12) form indispensable parts of EEAS.⁵⁰ As for the future, EUSRs whole integration into EEAS is formulated as a suggestion in such a way so that at the same time their strong

⁴⁷ EEAS Review, 2013, 15-19.

⁴⁸ Hereinafter: EUSRs.

⁴⁹ Art. 221. TFEU.

⁵⁰ Art. 33. TEU.

connection with Member States remains. According to a further short-term suggestion in connection with reviewing of the EUSRs’ role it is also formed: “*Review EUSR mandates and role, to closer integrate them into EEAS structures. Revisit the Council guidelines on the appointment, mandate and financing of EUSRs.*” There is another suggestion among medium-term recommendations which says the creating a shared services centre to provide logistical, procurement and administrative support for all Common Security and Defence Policy (CSDP) missions and EUSRs.⁵¹

4. FINAL THOUGHTS

The European External Action Service has proved in its nearly three-year existence that as the EU’s new diplomatic organisation it brought a positive shift towards realising the EU’s more unified and more efficient foreign action. It can be said that it plays a central role in that the EU can ensure its most efficient performance in questions requiring global cooperation. This is confirmed by the document proposed by the High Representative of the Union for Foreign Affairs and Security Policy in July 2013, which provides an overall picture on the system and operation of the EEAS so far, and forms short- and mid-term suggestions for the future regarding the system and operation of the organisation. However, current study primarily emphasises the human resources policy of the service based on and in the light of the EEAS Review. It looks back to personnel issues, one of the cardinal segments encompassing the formation of the service, then it elaborates on and reveals how personnel questions creating problems at the formation of the organisation have been solved and what kind of suggestions shall serve as solutions for problems connected to human resources in the future. The current revision document perfectly represents that scrupulously worked-out and realised human resource policy has far from negligible significance, especially, if it regards an apparatus of thousands. As

⁵¹ EEAS Review, 2013, 5, 16, and 18.

with a well-organised and coordinated bureaucratic apparatus, EEAS could have much more efficient operation than before. Furthermore, the High Representative’s revision document is a perfect rehearsal for the Organisation’s total reformation in 2014, to such an extent that at that time the High Representative will have to come out with reform suggestions regarding the whole Council Decision on the organization and operation of the EEAS.⁵²

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